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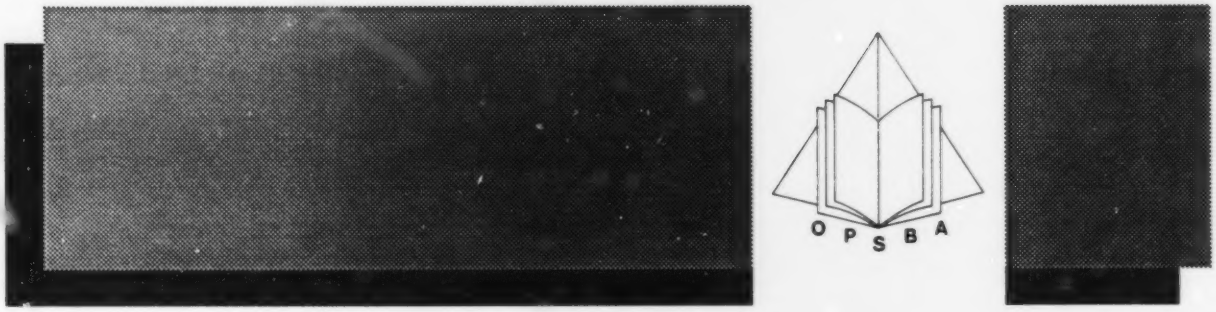
EDUCATION - AN EXPENSE OR AN INVESTMENT?



SUBMISSION TO THE SELECT COMMITTEE ON EDUCATION ON THE FINANCING OF ELEMENTARY AND SECONDARY EDUCATION

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THE ONTARIO PUBLIC SCHOOL BOARDS' ASSOCIATION

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THE ONTARIO PUBLIC SCHOOL BOARDS' ASSOCIATION represents Ontario's public school boards of all sizes and from all regions of the province, serving over 1,200,000 elementary and secondary students and over 500,000 adult learners. OPSBA speaks up for public education and represents the interests of public school trustees to all levels of the provincial government, other public agencies, the general public and the media.

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COVER PHOTO COURTESY OF THE METROPOLITAN TORONTO SCHOOL BOARD

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OPSBA also acknowledges the efforts of its Member Boards who provided input into this submission.

The Ontario Public School Boards' Association (OPSBA) welcomes the opportunity to appear before the Legislative Select Committee to present our views on the financing of elementary and secondary education in Ontario and, to challenge the members of the Committee to join with us in determining the provincial priority of education in Ontario.

Any system of education finance must be built on a clear statement of long term provincial policy objectives for education. The finance system must reflect and support the goals and objectives for the school system if we are to meet them - not the other way around.

Too often, finance decisions dominate and dictate the kinds of schools that we have. This can result in new policy directions rooted in sound philosophical or educational principles receiving only technical compliance, and the original objectives being only partially achieved.

Currently, there is no general public consensus on the role of education in our society or the level of education that should be available to all learners to ensure equality of opportunity. We need a more complete understanding of how schools relate to our economy and our society. We need to clearly set the limits of what schools are expected to achieve.

Once clear goals and objectives have been set for the education system, then it will be possible to develop a system of education financing to achieve these goals.

"How well we provide for the developmental needs of learners will affect the economic and social well-being of this province."

The perceived role of education in our society also determines, to a large extent, its level of financing in relation to other priorities. In setting the priority for education in this province, we must recognize that there are competing demands for finances. However, the future well-being of our population depends on well-educated people.

The importance of education to the well-being of individuals is well known. Those who are under-educated are more likely to be poor or of low income; to experience higher levels and longer periods of unemployment; to be less healthy; to have higher mortality rates and shorter life expectancies; and their children are at higher risk for lower school achievement. These relationships are not ones of simple cause and effect. But it seems clear that raising the educational attainment of our population would have a positive effect in decreasing the demand for social, health, and income maintenance programs.

If the current demographic trends hold true, in which this province will have an ever-increasing aging population, it becomes urgent that we take the action necessary to enable young people, already in school, to become effective citizens and successful income earners.

How well we provide for the developmental needs of learners will affect the economic and social well-being of this province. As stated in the first report of the Premiers' Council, "to compete effectively in a new knowledge-intensive global economy that relies primarily on human capital, excellence in educating our workforce is our single most important strategic weapon".

In determining education's place in the fiscal priorities of this province, we must ask ourselves "is education an expense or an investment?" OPSBA has no doubt that it is a real and significant investment.▪

II. PHILOSOPHY/GOALS OF EDUCATION

OPSBA believes that the general philosophy guiding the public education system in Ontario has to be based on the following principles which reflect our goals of education:

1. The public education system of this province is the only system charged with providing universally *accessible* educational opportunities for *all learners* regardless of their ethnic, racial or cultural backgrounds, social or economic status, age, individual exceptionality or religious preference. This mandate requires equality of educational opportunity.

2. The public education system must provide courses of study and instructional strategies which are *flexible, responsive and adaptive* to the specific needs and abilities of the learner and which recognize the role that education plays in enhancing the social, economic and cultural life of the province.

Learning involves both what is taught and how it is taught and while these cannot be separated, the balance between them varies according to the age and characteristics of the learner.

School boards must provide programs that not only ensure competency in core curricular areas, but must also be flexible in offering a variety of programs including vocational, technical programs and programs which contribute to the successful transition from school to work and from school to post-secondary education. Programs must assist students to become life-long learners. Programs provided for students whose exceptionalities might otherwise limit their reaching of their potential must be available and effective.

In addition to providing programs that meet provincially-mandated curriculum requirements, courses of study must also be flexible and responsive to local community concerns and expectations.

This mandate is not the responsibility of schools alone.

3. Public education is a *shared responsibility* and a co-operative process involving the individual, the family, the community and society. It must achieve a balance between the needs of the individual learner and society; the needs of the local community and the province. Shared responsibility requires shared *accountability.* Accountability involves being able to demonstrate a return on our investment. OPSBA is prepared, as an Association, to work with the government on developing ways of reporting to the public about the outcomes of education.

A. SETTING THE EDUCATION AGENDA

These are, we believe, the guiding principles of the public education system in Ontario and are reflected in the province's thirteen goals for education which OPSBA supports. However, there currently exists *no general public consensus* on the role of education in Ontario.

Education has taken on social, cultural and health responsibilities that had previously been funded by other Ministries and other agencies and institutions. Changing societal and individual needs have placed demands on school boards for extensions to pre-school programs such as child care and junior and senior kindergarten

"The public education system of this province is the only system charged with providing universally accessible educational opportunities for all learners."

SCHOOL BOARD INVOLVEMENT IN CHILD CARE
TOTAL ENROLMENT IN SCHOOL BASED CHILD CARE CENTRES, 1983 -1988

	1983	1988
PRE-SCHOOL	8 162	18 624
SCHOOL AGE	6 882	10 000
TOTAL	15 044	28 624

Source: Ministry of Community and Social Services, Sept. 1989

CONTINUING EDUCATION PROVIDED BY SCHOOL BOARDS, 1985-1988

TYPE OF COURSE	ENROLMENT 1984-85	1985-86	1986-87	1987-88
ADULT BASIC LITERACY & NUMERACY	15 884	15 802	23 900	28 762
CITIZENSHIP AND OFFICIAL LANGUAGES	7 610	4 856	5 146	6 251
ENGLISH OR FRENCH AS A FIRST LANGUAGE	47 057	44 621	64 831	78 015
SECONDARY SCHOOL CREDIT COURSES	82 586	91 692	100 685	121 036
NON-CREDIT COURSES	233 441	282 172	324 863	318 956
TOTAL	386 580	439 143	519 425	553 019

Sources: Education Statistics Ontario, 1987
Ministry of Education, Information Resources and Analysis Section

and adult programs and a number of OPSBA's member boards have responded with enthusiasm to these demands within the limits of their local resources.

Provincially, programs have been added in an ad hoc fashion without appropriate consideration of the ability of schools to handle them or indeed, whether the school system is the most appropriate system to handle them. The best place to deliver these programs may be in the schools, but decisions of this nature must not be made on an ad hoc basis - there must be adequate planning and consultation.

The ability of school boards to set local goals and to adapt provincial objectives to local values and attitudes has been seriously reduced by the increasing centralization of policy making resulting in mandated programs and inadequate resources for their implementation. With no planning, local goals are impossible.

In too many instances, decisions with regard to programs and financing have been based on "political expediency" as opposed to educational reasons. It is only through collaboration with the partners in education that successful responses to the public agenda will be found. OPSBA would welcome new initiatives for consultation which would utilize the experience and expertise of all the partners in education in decision-making.

OPSBA is pleased that the provincial government has placed a high priority on education policy. However, the policies themselves may be of limited value in improving educational opportunities unless serious attention is given to the way policies are developed, the plans for policy implementation, and the financial and human resources available for implementation. The government's commitment in funding does not match its stated priority for education.

The recent announcements on education provide useful examples. The reduction in class sizes in the primary division, the mandatory provision of junior kindergarten programs, the provision of all-day kindergarten programs, the "de-streaming" of grade 9, the provision of child care spaces in new schools can all be expected to be publicly popular, especially among parents. They may all have a serious educational purpose and be founded on sound research.

However, neither the government, nor the Ministry of Education can implement these policies. The arrangements for governance of education in this province assign the provision of education programs to the school boards. It is also true that all of these examples of government policy have their origins within the policies of school boards themselves. That is, it is school boards that have shown leadership, in some cases with absolutely no government support, something rarely acknowledged.

A key factor in school board implementation of these new government initiatives will be the

availability of financial and human resources. None of them require the elimination of existing programs and therefore require "new money" for additional classroom space, equipment and program resources, more teachers and the provision of in-service professional development programs.

The result of raising public expectations about the availability of new programs without providing new resources is to cast the school boards in a defensive posture. They are forced to cope with local criticism if programs are not available or to respond to the growing anger of local taxpayers and municipalities about rapidly escalating education mill-rates.

OPSBA believes that the apparent growing tension between the provincial government, school boards and local communities does little to enhance the quality of education in this province. We urge the Select Committee to recommend to the government that

> **Provincial education policy making must be a collaborative process which provides for the genuine participation of school boards and other partners in the definition of problems, the development of policy solutions, the identification of required resources and the implementation of new directions.**

Included in this process must be the establishment of a clearly defined level of programs that all school boards must provide to ensure equal access and to enable the learner to be a successful, contributing citizen in the "new global economy".

B. EDUCATION-A CO-OPERATIVE PROCESS

The clamour for additional resources is heard from all sectors of the educational spectrum. The formal systems of elementary, secondary and college and university education are the major providers of education. But community services and agencies, religious institutions, libraries and cultural organizations supplement the formal learning of individuals and their families. OPSBA believes that an ideal education system would be one that provided for the learning needs of society in a manner that was effective, comprehensive, provided maximum access to needed programs and minimized costly competition and duplication.

OPSBA recognizes that greater cooperation between the formal education systems would be an important beginning to improving educational opportunities in a cost-effective manner. Current financing systems that are heavily based on student enrolment contribute to competition for resources between school boards, colleges and universities.

While these statements lead to the conclusion that the mandates of Ontario's education systems need to be examined in light of current and future needs, we urge the Select Committee to remember that these systems have long and proud traditions that are not to be tampered with lightly. Any examination and redefinition of mandates must be a collaborative undertaking between the government and the systems involved.

OPSBA recommends that the Select Committee in its report to the government include a recommendation that

> **The government undertake an examination of the mandates of its formal educational systems with a view to enhancing educational opportunities in a cost effective manner; such examination to be undertaken in collaboration with key partners in education including educational consumers, and representatives of the business community.**

The new Minister of Education has a unique opportunity to take the initiative in this area with the recent establishment of the "super-Ministry" responsible for education, skills development and colleges and universities.▪

As already stated, any system of education finance must relate to the general philosophy, goals and mandate of the school system - what we want our schools to do and the relative responsibilities of the provincial and local governments in carrying out this mandate. But it must also be flexible.

OPSBA is supportive of exploring more flexible ways of financing education and we would be pleased to provide whatever assistance we can to aid the provincial government in facilitating the sharing of information on innovative ways of financing by acting as a clearing house for ideas.

The following principles should guide the development of any funding model:

1. Equality of educational opportunity for all citizens of all ages. Any funding model must have as its main objective equality of educational opportunity for all learners through the provision of a suitable learning environment provided by adequate program and capital resources.

2. The financing of education, as with program development, must remain a shared responsibility between the province and local school boards. These revenue sources must provide an adequate level of financial support to education.

"Provincial funding "ceilings" have become "floors" over recent years as the provincial share of education expenditures has continued to decline."

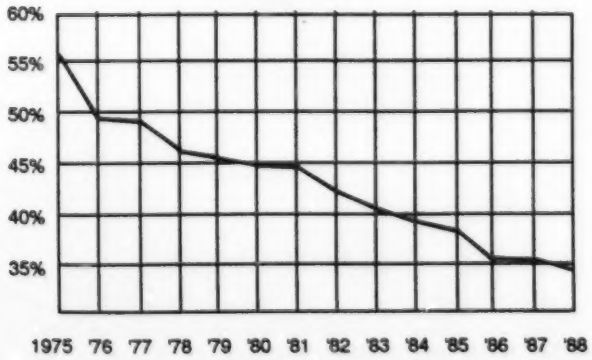
3. School boards must be able to make educational decisions appropriate to the local community. The authority to make local educational decisions must include the ability to adequately fund programs.

Effective local control is contingent on the school board's ability to allocate its fiscal resources to finance the decisions it makes. The more responsive education is to local needs, the more effective it is.

In addition to these three fundamental principles, any system of education finance must also

4. Provide for accountability, be subject to public scrutiny and be capable of being understood.

Ontario Government's Share of the Cost of Public Schools
1975 - 1988



A. EQUALITY OF OPPORTUNITIES

The province's commitment to equality of opportunity has, in the past, depended to a large extent on the establishment of a per pupil amount recognized for grant purposes. This amount or "ceiling" recognizes the cost of a basic level of education guaranteed by the province. The funding of this basic service was achieved by provincial grants weighted according

to the local communities' "ability to pay".

The Ministry of Education has introduced a new format for grants which Professor Stephen Lawton of the *Ontario Institute for Studies in Education* in a presentation to the *Ontario Council for Leadership in Educational Administration* in April 1989 described the change as follows:

> "While in fact, just an algebraic reworking of previous grants, the new packaging (which eliminates the direct use of weighing factors, weighted students, and the like) emphasizes *a distinct philosophy that defines and delimits the provincial role.* Contrasted with the early 1970's, when full equalization for virtually all expenditure levels was promised, the new policy emphasizes a provincial role of making up the shortfall experienced by school boards that could not otherwise afford a basic level of service. While using the archaic term "ceilings" which are in fact "floors", the ministry's documents for the first time describe the grant system as a "foundation" rather than mill-rate equalization or percentage equalizing system." (emphasis added)

The "ceilings" have become "floors" over recent years as the provincial share of education expenditures has continued to decline. Virtually all school boards spend more than the per pupil ceiling. Thus, it is clear that the provincial government's role has shifted from ensuring an adequate level of funding to provide equal educational opportunity to one of ensuring a basic level of funding which local communities are required to "top up". The education financing system has "drifted away" from its original emphasis. We find ourselves in a situation in which the community's wealth or lack of it determines whether the children of that community have equal opportunity.

While OPSBA is not in a position at this time to determine an "adequate" per pupil amount of money required to provide equality of opportunity, we are convinced that its provision must remain a provincial responsibility. OPSBA recommends that

> **It be the fiscal responsibility of the provincial government to ensure that there is equal access to a clearly defined level of education regardless of the wealth of the local community, and that the per pupil cost of this level be determined in collaboration with the school boards.**

To achieve true equality of educational opportunity, funding must reflect the specific differences attributable to geography, size and wealth of the community.

B. SHARED RESPONSIBILITY

The funding of education must remain a partnership between provincial and local governments.

Once consensus has been reached on the level of program required to provide equal access to educational opportunities, then decisions can be made as to what the relative financial shares between the provincial and local governments should be in providing this service; the ways in which the money should be provided; and the required level of funding.

PUBLIC SCHOOL BOARD OVER-CEILING EXPENDITURES

BOARD	ELEMENTARY PANEL			SECONDARY PANEL		
	*Per Pupil Grant Ceiling	*Per Pupil Expenditure	Over-Ceiling Expenditure	*Per Pupil Grant Ceiling	Per Pupil Expenditure	Over-Ceiling Expenditure
Algoma	3 549	4 669	1 120	5 291	6 131	840
Brant	2 918	3 338	420	3 825	4 754	929
Bruce	2 887	3 306	419	3 992	4 430	438
Carleton	2 902	3 797	895	3 811	5 098	1 287
Central Algoma	3 537	4 182	645	4 513	5 397	882
Chapleau	3 493	3 787	294	6 624	7 122	498
Cochrane-Iroquois Falls	3 396	4 272	876	4 902	6 156	1 254
Dryden	3 439	3 907	468	4 658	5 371	713
Dufferin	2 878	3 354	476	3 879	4 645	766
Durham	2 858	3 298	440	3 791	4 465	674
E. Parry Sound	3 345	3 774	429	4 201	4 653	452
Elgin	2 872	2 926	54	3 825	4 215	390
Espanola	3 389	3 789	400	4 401	4 884	483
Essex	2 937	3 253	316	3 923	4 427	504
Ft. Frances-Rainy River	3 343	3 822	479	4 589	5 255	666
Frontenac	2 934	3 746	812	3 903	5 291	1 388
Geraldton	3 581	3 748	167	5 255	6 142	887
Grey	2 862	3 187	325	3 864	4 891	1 027
Haldimand	2 883	3 187	304	3 898	4 690	792
Haliburton	3 284	3 791	507	4 352	5 348	994
Halton	2 918	3 456	538	3 848	5 017	1 171
Hamilton	3 010	4 155	1 145	3 984	5 478	1 482
Hastings	2 872	3 429	557	3 847	5 014	1 167

The current situation in which the level of provincial funding is declining and the local share increasing in conjunction with an increase in mandated programs cannot continue. Any system of education finance which is developed must reflect the guiding principles as enunciated above - there has to be a partnership between the provincial and local governments which includes consultation with, and a recognition of, the role of school boards in being responsive to local community concerns and priorities.

A major source of revenue for public school boards is derived from taxes on residential and farm as well as commercial and industrial assessment.

OPSBA has been, and remains, opposed to the government's plan for the pooling of commercial and industrial assessment between coterminous public and separate school boards. This opposition is not based on our fears of lost revenues alone, albeit that fear is justified in the face of the declining provincial support. Our opposition has its roots in the very foundation of the public school system.

The mandate to provide education that is open and fully accessible to all is an awesome one. It is one that is crucial in a democratic society. Public school boards' primacy of access to commercial and industrial assessment has enabled them to respond to the changing needs of our society before the government was willing or able, or when government support was inadequate. Examples include, the provision of English-as-a-second language programs, support for refugee children, compensatory programs to raise the school achievement of poor children, child care in the schools, support and counselling services for adults for returning to school, cooperative education programs, and the twinning of schools with industries.

OPSBA is greatly concerned that the government's pooling plan will limit the possibility of this level of responsiveness.

In announcing the pooling plan, the former Minister of Education, Hon. Chris Ward, stated that no public school board would suffer a loss of revenue. OPSBA urges the Select Committee to include in its report to the government that this commitment be honoured. OPSBA, together, with its public school partners has developed the capacity to effectively monitor the impact of pooling on our member boards and is prepared to work with government to eliminate any negative consequences.

C. LONG RANGE PLANNING

The provision of education is a complex matter. There is a growing consensus that what has

988 BOARD ESTIMATES

OARD	ELEMENTARY PANEL			SECONDARY PANEL		
	*Per Pupil Grant Ceiling	Per Pupil Expenditure	Over-Ceiling Expenditure	*Per Pupil Grant Ceiling	Per Pupil Expenditure	Over-Ceiling Expenditure
earst	3 424	3 424	0	4 690	4 749	99
rnepayne	3 418	3 745	327	7 320	7 313	-7
ron	2 924	3 225	301	3 884	4 453	569
Buskasing	3 488	4 828	1 340	4 928	6 665	1 737
nora	3 457	4 334	877	4 463	5 129	666
ett	2 948	3 081	133	3 942	4 282	340
rland Lake	3 586	4 334	648	4 717	5 479	762
re Superior	3 335	3 787	452	5 203	6 274	1 331
rehead	3 289	3 844	555	4 184	5 028	864
mbton	2 192	3 252	1 060	3 935	4 684	759
nark	2 918	3 437	519	3 895	4 686	791
eds & Grenville	2 878	3 361	483	3 843	4 831	988
nnox & Addington	2 927	3 314	387	4 030	5 160	1 130
ncoln	3 019	3 408	389	3 952	4 835	883
ndon	2 979	3 484	506	3 949	5 037	1 088
anitoulin	3 436	3 424	-12	4 421	5 375	954
etro Toronto	3 139	4 819	1 680	4 072	6 542	2 470
chipicoten	3 434	3 898	462	5 616	6 157	541
oddesley	2 967	3 309	442	4 006	4 659	654
uskoka	3 154	3 775	621	4 198	5 191	1 023
egara South	3 [illegible]34	3 458	424	3 988	[illegible]929	981
pigon-Red Rock	3 393	4 163	770	5 039	6 791	1 752
ssing	3 205	3 685	480	4 388	5 067	679
rfolk	2 859	3 439	581	3 857	4 642	785

BOARD	ELEMENTARY PANEL			SECONDARY PANEL		
	*Per Pupil Grant Ceiling	Per Pupil Expenditure	Over-Ceiling Expenditure	*Per Pupil Grant Ceiling	Per Pupil Expenditure	Over-Ceiling Expenditure
North Shore	3 314	3 842	528	4 549	4 899	350
Northumberland & Newcastle	2 873	3 297 832	424	3 811	4 643	
Ottawa	2 945	4 658	1 713	3 941	6 530	2 589
Oxford	2 856	3 229	373	3 842	4 586	744
Peel	3 011	3 689	678	3 855	5 057	1 202
Perth	2 858	3 151	295	3 845	4 399	554
Peterborough	2 868	3 281	413	3 937	4 783	846
Prescott & Russell	3 027	3 776	749	4 110	5 145	1 035
Prince Edward	2 963	3 277	314	4 036	4 432	396
Red Lake	———	———	———	———	———	———
Renfrew	2 955	3 357	402	3 958	4 853	895
Sault Ste Marie	3 340	4 124	784	4 227	5 120	893
Simcoe	2 915	3 402	487	3 958	4 690	832
Stor., Dun. & Glen.	2 938	3 660	722	3 957	4 958	1 001
Sudbury	3 260	3 847	587	4 341	5 227	886
Timiskaming	3 370	3 975	605	4 430	5 600	1 170
Timmins	3 221	3 907	686	4 298	5 230	932
Victoria	2 885	3 335	440	3 877	4 551	674
Waterloo	3 000	3 580	580	3 849	5 096	1 248
Wellington	2 877	3 340	463	3 860	5 133	1 273
Wentworth	2 875	3 281	406	3 807	5 160	1 353
W. Parry Sound	3 326	3 760	434	4 267	4 986	719
Windsor	3 223	4 116	893	4 076	5 491	1 415

Source: School Board 3 Year Statistics, Ministry of Education
*Per Pupil Grant Ceiling includes weighting factors

ENGLISH-AS-A-SECOND LANGUAGE ENROLMENT
PUBLIC SCHOOL BOARDS, 1986-87, 1987-88

	1986-87	1987-88
ELEMENTARY SCHOOL		
(a) Self-contained Classes	1 386	1 713
(b) Withdrawal Classes	12 439	15 912
TOTAL ELEMENTARY	13 825	17 625
SECONDARY SCHOOL		
(a) Self-contained Classes	5 635	5 803
(b) Withdrawal Classes	2 544	4 062
TOTAL SECONDARY	8 179	9 865
GRAND TOTAL	22 004	27 290

Source: Ministry of Education, September 1989

served this province well in the past, will not suffice for the future. There is, however, little consensus about what should be done. Education needs long-range planning that involves those partners who are essential to creating change and builds consensus about the nature of required changes. Further ad hoc rearrangements will not create the kind of schools that will be needed for the twenty-first century. OPSBA therefore recommends that

> The government move towards longer-range planning with its partners in education in the provision of financial support to schools.

We are very concerned about how the government announces and funds new initiatives. Frequently the funding of these initiatives is for a short term duration before they become "rolled into" the basic grant system. Most boards perceive these *targeted funds* as having "rolled away", leaving them to pay for these programs from local revenues.

In recent years the Ministry of Education has used "pilot projects" developed by local boards with additional Ministry funding to test promising approaches to some of the more intractable problems in education. The provision of such funding recognizes that change and innovation require new resources. OPSBA believes that there is value to practical research funding for pilot projects, provided these projects are well evaluated and the results are disseminated to other school boards. While it can be assumed that pilot projects provide the opportunity to test new approaches in a controlled manner on a limited scale; the financial support for the replication of successful projects in other school systems must be built into the funding system.

D. ADDITIONAL COMPONENTS OF FINANCE SYSTEM

Education is expensive because it is extremely "labour intensive" and because of the wide range of program opportunities that society expects to find in our schools. Three further matters merit comment.

i)Program Variety

Any funding program for Ontario's schools must acknowledge the need for a broad range of programs, and that the costs of providing them vary. Art, technical, business and vocational programs require specialized facilities and equipment as well as smaller class sizes. These programs were developed in response to community need and serve a very important role particularly in light of the renewed need for technical education. However, some school boards are cutting back and discontinuing these programs due to a lack of adequate funding.

School board involvement in providing for the needs of adult learners has increased in recent years. School boards offer programs to adults in such areas as basic literacy and numeracy, citizenship, English as a second language, secondary school credit courses and cooperative adult education. *In many cases, the funding is inadequate to cover the cost of these programs.*

School boards have had to be innovative in establishing and maintaining English-as-a-second language programs to meet the growing enrolments in this area. Collaboration between the federal and provincial governments to provide adequate funding for these programs must be forthcoming.

In addition to such "subject areas", school systems must develop effective student support programs if we are to have any hope that more students will learn more and learn well.

ii)Capital Costs

OPSBA believes that the province, as a whole, bears the primary responsibility for education

capital funding.

The level of support by the provincial government is not keeping pace with school board needs. The capital needs are so great that only basic projects are getting funding; no funding is available for projects that are not essential but would enhance the educational environment for students. The accommodation funding formula of 35 students for regular elementary classrooms is ridiculous. For example, it does not reflect special education regulations or the current government initiatives in reducing class sizes to 20 to 1 in grades one and two.

If school boards are to adequately provide a learning environment then there must be recognition that not only must funds for new pupil places be adequate but that we must maintain our existing facilities. All school boards have older schools which were built during the rapid expansion in the 1960's. Of the 4600 elementary and secondary schools in Ontario, over one thousand are more than fifty years old. These schools are now in need of repairs but the existing provincial capital allocations are totally inadequate. There must be a separate ongoing capital expenditure budget, indexed to inflation, to cover the costs of renovations, repairs and for upgrading technological facilities. OPSBA recommends that

The government, in collaboration with representatives of school boards, develop a comprehensive capital investment strategy for the renewal of Ontario's 4600 elementary and secondary schools.

CAPITAL NEEDS OF SCHOOL BOARDS

AR	+CAPITAL NEEDS	PROVINCIAL GRANTS	YEAR	+CAPITAL NEEDS	PROVINCIAL GRANTS
90	$250 million	$46 million	1988	$1.1 billion	$238 million
91	$245 million	$60.6 million	1989	$1.7 billion	$310 million
92	$284 million	$73.9 million	1990	$1.9 billion	$300 million*
93	$354 million	$70.4 million	1991	n/a	$300 million*
94	$342 million	$72 million	1992	n/a	$300 million*
95	$421 million	$74 million	1993	n/a	*
96	$398 million	$134 million	1994	n/a	*
97	$504 million	$147 million	1990 - 1994	$5.8 billion (5-year needs of all school boards)	

Based on the annual Capital Expenditure Forecasts of all school boards as submitted to the Ministry of Education. The values include both local and provincial contributions.

1989 Ontario Budget committed the following: $300 million for each of the next three years; $60 million over five years for renewal of technological education capital needs; and $100 million over five years for junior kindergarten additional spaces. This commitment included $10 million for 1989.

urce: Ontario Ministry of Education School Business and Finance Branch, September, 1989

OPSBA is opposed to the current reduction of the average rate of provincial support for approved capital projects from 75 per cent to 60 per cent. Not only do we feel that a simple news release is an inadequate method for changing government policy, but, the policy change has had a major impact on school boards. *Projects that were already submitted expecting a 75% level of support have been reduced to a 60% level of support. OPSBA has already made a recommendation with regard to this issue to the Legislature's Standing Committee on Finance and Economic Affairs.*

iii) The School Board as Employer

School boards are necessarily affected by all workplace legislation. Because so much of the investment in education is people, the costs of new provincial legislation such as Pay Equity, Health and Safety, and the employer health tax are very substantial.

These costs, unless shared fairly between the boards and the province contribute to escalating local tax rates. We believe this is an unfair burden on local communities. We believe that the costs associated with the implementation of these significant pieces of legislation should be largely provided from provincial revenues, and that the costs should be in addition to the basic costs of providing education. OPSBA therefore recommends that

The costs incurred in the implementation of new legislation specific to the school boards' role as employer be funded in addition to per pupil grants.

OPSBA is particularly concerned about the possible impacts of the proposed federal goods and services tax (GST) and changes in unemployment insurance. We will be seeking the assistance of government officials in analyzing their application to school boards.•

IV. CONCLUSION

In conclusion, OPSBA would reiterate that before one can decide on the way in which schools should be financed and the level of financing for schools, one must first agree on the role of schools in educating the learners of this province and, the priority to be placed on this role.

Downloading the costs of education to local home owners is unfair and a mistake. We will all share in the consequences that will result from disillusioned and over burdened local property taxpayers.

This committee must have the courage and leadership to bring the provincial government back into a partnership with local school boards and their communities. A partnership that will focus on a clear set of goals and priorities for education. A partnership that will ensure our education financing system allows, and encourages, all citizens to benefit and grow from the attainment of our goals and priorities. A partnership that is committed to adequate funding levels, generated in a fair, equitable and accountable manner. A partnership that must begin today.

We invite you, as members of this committee to join with OPSBA in establishing education's priority in this province; in determining the future role of education; and, in developing the principles which will guide the formation of a funding model for education in Ontario. We invite you to participate in deciding whether education is to be considered an expense or an investment. ▪

RECOMMENDATIONS

1. Provincial education policy must be a collaborative process which provides for the genuine participation of school boards and other partners in the definition of problems, the development of policy solutions, the identification of required resources and the implementation of new directions.

2. The government undertake an examination of the mandates of its formal educational systems with a view to enhancing educational opportunities in a cost effective manner, such examination to be undertaken in collaboration with key partners in education including educational consumers, and representatives of the business community.

3. It be the fiscal responsibility of the provincial government to ensure that there is equal access to a clearly defined level of education regardless of the wealth of the local community, and that the per pupil cost of this level be determined in collaboration with the school boards.

4. The government move towards longer-range planning with its partners in education in the provision of financial support to schools.

5. The provincial government, in collaboration with representatives of school boards, develop a comprehensive capital investment strategy for the renewal of Ontario's 4600 elementary and secondary schools.

6. The costs incurred in the implementation of new legislation specific to the school boards' role as employer be funded in addition to per pupil grants. ▪

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*AIRY & SABINE DISTRICT SCHOOL AREA BOARD
*ASQUITH-GARVEY DISTRICT SCHOOL AREA BOARD
*ATIKOKAN BOARD OF EDUCATION
*BRANT COUNTY BOARD OF EDUCATION
*BRUCE COUNTY BOARD OF EDUCATION
*CARAMAT DISTRICT SCHOOL AREA BOARD
*CARLETON BOARD OF EDUCATION
*CENTRAL ALGOMA BOARD OF EDUCATION
*CFB BORDEN BOARD OF EDUCATION
*CHAPLEAU BOARD OF EDUCATION
*COCHRANE-IROQUOIS FALLS BLACK RIVER MATHESON BOARD OF EDUCATION
*CONNELL & PONSFORD DISTRICT SCHOOL AREA BOARD
*DRYDEN BOARD OF EDUCATION
*DUFFERIN COUNTY BOARD OF EDUCATION
*DURHAM BOARD OF EDUCATION
*EAST YORK BOARD OF EDUCATION
*EAST PARRY SOUND BOARD OF EDUCATION
*ELGIN COUNTY BOARD OF EDUCATION
*ESPANOLA BOARD OF EDUCATION
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*FOLEYET DISTRICT SCHOOL AREA BOARD
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*MOOSE FACTORY ISLAND DISTRICT SCHOOL AREA BOARD
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*WINDSOR BOARD OF EDUCATION
*BOARD OF EDUCATION FOR THE CITY OF YORK

THE GOALS OF EDUCATION
for the Province of Ontario

1. *Develop a responsiveness to the dynamic processes of learning*
2. *Develop resourcefulness, adaptability, and creativity in learning and living*
3. *Acquire the basic knowledge and skills needed to comprehend and express ideas through words, numbers, and other symbols*
4. *Develop physical fitness and good health*
5. *Gain satisfaction from participating and from sharing the participation of others in various forms of artistic expression*
6. *Develop a feeling of self-worth*
7. *Develop an understanding of the role of the individual within the family and the role of the family within society*
8. *Acquire skills that contribute to self-reliance in solving practical problems in everyday life*
9. *Develop a sense of personal responsibility in society at the local, national, and international levels*
10. *Develop esteem for the customs, cultures, and beliefs of a wide variety of societal groups*
11. *Acquire skills and attitudes that will lead to satisfaction and productivity in the world of work*
12. *Develop respect for the environment and a commitment to the wise use of resources*
13. *Develop values related to personal, ethical, or religious beliefs and to the common welfare of society*